



City of Yucaipa

EMERGENCY OPERATIONS PLAN

ANNEX II - RECOVERY OPERATIONS MANUAL

to

EMERGENCY MANAGEMENT PLAN

Annex II
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RECOVERY OPERATIONS MANUAL

CONCEPT OF OPERATIONS

Recovery Operations

The City of Yucaipa and the special districts serving the City will be involved in recovery operations. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can pick up the thread of their pre-disaster lives. Typically, there will be a need for such services as these:

- assessment of the extent and severity of damages to homes and other property;
- restoration of services generally available in communities - water, food, and medical assistance;
- repair of damaged homes and property; and
- professional counseling when the sudden changes resulting from the emergency has resulted in mental anguish and inability to cope.

The City will help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them.

Two Phases

Recovery occurs in two phases: short-term and long-term. Short-term recovery operations will begin during the response phase of the emergency. The major objectives of short-term recovery operations include rapid debris removal and clean-up, and orderly and coordinated restoration of essential services (electricity, water, and sanitary systems). Short-term recovery operations will include all the agencies participating in the City's disaster response.

The major objectives of long-term recovery operations include:

- coordinated delivery of long-term social and health services;
- improved land use planning;
- an improved Yucaipa Emergency Operations Plan;
- re-establishing the local economy to pre-disaster levels;
- recovery of disaster response costs; and
- effective integration of mitigation strategies into recovery planning and operations.

Yucaipa will handle long-term recovery activities on its own, separate from the San Bernardino County Operational Area. Changes to the plan will be coordinated with all participating departments and agencies.

Structures that present public safety threats will be demolished and abated during short-term recovery operations.

Short Term Recovery

The goal of short-term recovery is to restore local government services to at least minimal capacity. Short-term recovery includes:

- utility restoration;
- expanded social;
- medical and mental health services;
- re-establishment of Yucaipa government operations;
- transportation route restoration;
- debris removal and clean-up operations; and
- the abatement and demolition of hazardous structures.

Yucaipa will coordinate with special district and private utility companies on all efforts to restore utility systems and services during recovery operations. Medical services will continue in temporary facilities, as necessary. San Bernardino County Health Department will be requested to coordinate and conduct Critical Stress Debriefings for emergency response personnel and victims of the disaster/event.

For federally declared disasters, tele-registration centers may be established by the Federal Emergency Management Agency (FEMA) to assist disaster victims and businesses in applying for individual assistance grants and Small Business Administration loans.

In coordination with the American Red Cross, the City will provide sheltering for disaster victims until housing can be arranged. The City will ensure that debris removal and clean-up operations are expedited during short-term recovery operations.

Long Term Recovery

The goal of long-term recovery is to restore facilities to pre-disaster condition. Long-term recovery includes hazard mitigation activities, restoration and reconstruction of public facilities, and disaster response cost recovery.

The City will be responsible for its own approach to mitigation which could include zoning variances, building code changes, plan reviews, seismic safety elements, and other land use planning techniques. With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process.

Hazard mitigation actions will need to be coordinated and employed in all activities by the City and special districts in order to ensure a maximum reduction of vulnerability to future disasters. The City and special districts will strive to restore essential facilities to their pre-disaster condition by

retrofitting, repairing or reconstructing them during long-term recovery operations.

Recovery programs will also be sought for individual citizens and private businesses. The City's redevelopment agencies will play a vital role in rebuilding commercial areas of Yucaipa.

RECOVERY OPERATIONS ORGANIZATION

For the City of Yucaipa, recovery operations will be managed and directed by the City Manager. Recovery issues involving other jurisdictions and/or special districts will be coordinated and managed between the City Manager and their designated representatives. On a regularly scheduled basis, the City Manager will convene meetings with department managers, key individuals, and representatives from affected jurisdictions and special districts. These meetings will be held to collectively make policy decisions and to gather and disseminate information regarding completed and ongoing recovery operations. The City Emergency Services Coordinator will assist the City Manager in facilitating and leading the recovery process. Yucaipa departments will also be represented and responsible for certain functions throughout the recovery process.

RECOVERY OPERATIONS RESPONSIBILITIES

The City and special districts have specific responsibilities in recovering from a disaster. The functional responsibility chart, listed below, depicts the functional responsibilities assigned to each of the departments and/or key personnel, the San Bernardino County Operational Area, and special districts.

FUNCTION	DEPARTMENTS/AGENCIES
Political process management; interdepartmental coordination; policy development; decision making and public information	CITY MANAGER'S OFFICE
Land use and zoning variance; permits and controls for new development; revision of building regulations and codes; code enforcement; plan review and building and safety inspections	COMMUNITY DEVELOPMENT
Debris removal; demolition; construction; management of and liaison with construction contractors; restoration of utility services	PUBLIC WORKS DEPARTMENT
Housing programs; assistance programs for the needy; oversight of care facility property management; low-income and special housing needs	COMMUNITY DEVELOPMENT
Public finance; budgeting; contracting; accounting and claims processing; taxation; insurance settlements	FINANCE DEPARTMENT

Applications for disaster financial assistance; liaison with assistance providers; on-site recovery support; disaster financial assistance project management	FINANCE DEPARTMENT
Advise on emergency authorities, actions, and associated liabilities; preparation of legal opinions; preparation of new ordinances and resolutions	CITY ATTORNEY
Government operations and communications; space acquisition; supplies and equipment; vehicles; personnel and related support	ADMINISTRATIVE SERVICES

RECOVERY DAMAGE/SAFETY ASSESSMENT

Under the Yucaipa Emergency Operations Centers' Standard Operating Procedures, an Initial Damage Estimate is developed during the emergency response phase to support a request for gubernatorial proclamation and for the State to request a presidential declaration.

This is followed by a detailed assessment of damage during the recovery phase by the City and special districts. This detailed assessment provides the basis for determining the type and amount of state and/or federal financial assistance available for recovery.

In coordination with County OES, the Public Works Departments will complete the detailed damage/safety assessment. Administrative and operational divisions of special districts will, in most cases, complete the detailed damage/safety assessment.

DOCUMENTATION

Documentation is the key to recovering emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

NDAAs Requirements

Under the State Natural Disaster Assistance Act (NDAA), documentation is required for damage sustained to public buildings, levees, flood control works, irrigation works, county roads, city streets, bridges, and other public works.

Federal Requirements

Under Federal Disaster Assistance Programs, documentation must be obtained regarding damage sustained to:

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- roads
 - water control facilities
 - public buildings and related equipment
 - public utilities
 - facilities under construction
 - recreational and park facilities
 - educational institutions
 - certain private non-profit facilities

Debris Removal

Debris removal and emergency response costs incurred by the affected entities should also be documented for assistance purposes under the federal programs. It will be the responsibility of the City and special districts to collect documentation of these damages.

The documented information should include the location and extent of damage, and estimates of costs for debris removal, emergency work, and repairing or replacing damaged facilities to pre-disaster condition.

Building Codes

The cost of compliance with building codes for new construction, repair, and restoration will also be documented. The cost of improving facilities may be included under federal mitigation programs.

Documentation is key to recovering expenditures related to emergency response and recovery operations. For Yucaipa and their special districts, documentation must begin at the field response level and continue throughout the operation of their Emergency Operations Center as the disaster unfolds.

AFTER-ACTION REPORTING

After-Action Report

Standardized Emergency Management System (SEMS) regulations require any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency to complete and transmit an after-action report to OES within (90) days of the close of the incident period.

The after-action report will provide, at a minimum, response actions taken, application of SEMS, suggested modifications to SEMS, necessary modifications to plans and procedures, identified training needs, and recovery activities to date.

The after-action report will serve as a source for documenting Yucaipa's emergency response activities, identifying areas of concern and successes. It will also be utilized to develop and describe a work plan for implementing improvements.

An after-action report will be a composite document for all SEMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations. It will include an overview of the incident, including enclosures, and addressing specific areas if necessary.

It will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the “recovery actions to date” portion of the after-action report.

The Yucaipa Office of Emergency Services will be responsible for the completion and distribution of the Yucaipa after-action report, including sending it to the Governor’s Southern Region Office of Emergency Services within the required 90-day period. They may coordinate with the Operational Area and special districts in the completion of the after-action report, incorporating information from them for the report.

For Yucaipa, the after-action report’s primary audience will be City management and employees. As public documents, they are accessible to anyone who requests a copy and will be made available through the San Bernardino County library system.

The after-action reports will be written in simple language, well structured, brief and well presented, and geared to multiple audiences.

Data for the after-action report will be collected from a questionnaire, RIMS documents, other documents developed during the disaster response, and interviews of emergency responders. The most recent After-Action Report Instructions and Report Form are available on RIMS.

DISASTER ASSISTANCE PROGRAMS

Introduction

When requesting disaster assistance, some key areas of concern must be adequately addressed. These areas include the needs of distinct groups, disaster assistance available at each level of declaration, and the level of detail required on each request for disaster assistance.

The disaster assistance programs have been developed for the needs of four distinct groups:

- individuals;
- businesses (including agriculture interests);
- governments; and
- non-profit organizations

Individuals

Individuals may receive loans or grants for such things as real and personal property, dental, funeral, medical, transportation, unemployment, sheltering, and rental assistance, depending on the extent of damage.

Business

Loans for many types of businesses are often made available through the United States Small Business Administration, assisting with physical and economic losses as a result of a disaster or an emergency.

Agriculture

Programs exist for agricultural or other rural interests through the United States Department of Agriculture, including assistance for physical and production losses, repair, and reconstruction.

Government

Funds and grants are available to government and non-profit organizations to mitigate the risk of future damage.

Type of Emergency Declaration

A state grant program is available to local governments to respond and recover from disasters. Federal grant programs are available to assist governments and certain non-profit organizations in responding to and recovering from disasters. At each level of emergency declaration, various disaster assistance programs become available to individuals, businesses, governments, and non-profit organizations. Under local emergency declarations, Yucaipa may be eligible for assistance under the Natural Disaster Assistance Act (with concurrence of the Director of the Governor's OES).

Businesses and individuals may be eligible for local government tax relief, low-interest loans from the United States Small Business Administration, and relief programs under the United States Department of Agriculture.

*State of Emergency
Proclamation*

Under a State of Emergency Proclamation by the Governor, the City, special districts, individuals, and businesses may be eligible, in addition to the assistance available under a local emergency declaration, for services from the following agencies:

- Contractor's License Board
- Department of Insurance
- Department of Social Services
- Franchise Tax Board Tax Relief
- Department of Motor Vehicles
- Department of Aging State Board of Equalization
- Department of Veteran's Affairs (CALVET)

Under a Presidential Declaration, the City, special districts, individuals, and businesses may be eligible for the following disaster assistance programs and services:

- Cora Brown Fund
- Crisis Counseling Program
- Disaster Unemployment
- Temporary Housing Program
- Individual and Family Grant Program
- Internal Revenue Service Tax Relief
- Public Assistance
- Hazard Mitigation
- Veteran's Affairs Assistance
- Federal Financial Institutions

Public Assistance Program Responsibilities

The City, private agencies, and special districts have the responsibility for the completion and submission of the required documents for both state and federal public assistance programs for their jurisdiction, agency, or company.

Specifically, the City Emergency Services Division (ESD) will complete the necessary public assistance program application and supporting materials. Additionally, City ESD will be the primary contact for state and federal field representatives.

Individual Assistance Program Responsibilities

Individuals are expected, whenever possible, to provide for themselves and direct their own personal recovery. However, many individuals will expect the City to deliver assistance to them well after the disaster.

The City will assist the individuals in any way possible, including providing them with the Federal Emergency Management Agency's (FEMA) hotline number for individual assistance.

A sequence of delivery guide has been developed by FEMA to assist individuals and local governments in determining the flow of individual assistance. Yucaipa's objective is to provide the citizens of their community with all the necessary information to help themselves recover from the disaster. The sequence of delivery appears as follows:

- individual actions for assistance (family, friends, volunteer organizations, churches, etc.)
- recovery/assistance from private insurance carrier
- FEMA disaster housing assistance
- United States Small Business Administration assistance

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- individual and Family Grant Program assistance
 - Cora Brown Fund Assistance

Hazard Mitigation Grant Program Responsibilities

Within declared areas, management of non-profit special districts and the Yucaipa Office of Emergency Services are responsible for identifying projects that will substantially reduce the risk of future damage, hardship, loss, or suffering from a disaster.

These agencies must ensure that each identified project is cost effective and meets basic project eligibility. These agencies will be the primary contact and coordinator for each funded project until completion.